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ABSTRACT

The introductory section to the Advisory Council's report lists the two mandates it is responsible for: (1) To advise on regulations and policy matters relating to Title I ("community service and continuing education") of the Higher Education Act of 1965; and (2) to review the administration and effectiveness of all federally financed extension and continuing education programs. The major portion of the report contains the Council's six recommendations to the Federal Government involving establishment of an Office of Continuing Education in the U. S. Office of Education, Federal Legislation to assist the States in planning, research on demographic characteristics of postsecondary part-time students and on financial aid needs and educational opportunities for part-time students, and expansion of Title I. Council activities for the year are outlined including congressional testimony, State advisory councils, review of federally supported continuing education programs, and community service program evaluations. The Council members and meeting dates are listed. (WL)

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# The National Advisory Council on Extension and Contnuing Education
## Tenth Annual Report
## A Decade of Community Service and Continuing Education

March 31, 1976

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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ON
EXTENSION AND CONTINUING EDUCATION
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March 31, 1976

The President
The White House
Washington, D. C.

Dear Mr. President:

On behalf of my colleagues on the National Advisory Council on Extension and Continuing Education, I am pleased to submit the Council's Tenth Annual Report: "A DECADE OF COMMUNITY SERVICE AND CONTINUING EDUCATION."

It is noteworthy that the issues of national education policy which are the mandate of this Council have become the issues of all postsecondary education. The National Advisory Council will intensify its efforts to monitor national trends in postsecondary continuing education, and it will continue to make responsible recommendations consistent with the needs of students and consistent with our Nation's priorities.

We wish to extend our special appreciation to those in your Administration who have served our Council as members, advisors, and staff.

Respectfully,

Newton O. Cattell

Newton O. Cattell
Chairman

# Table of Contents


| | Page |
|---|---|
| Introduction | 1 |
| Recommendations | 5 |
| Council Activities | 10 |
| Members of the Council | 14 |
| Meeting Dates | 16 |

# Introduction

The National Advisory Council on Extension and Continuing Education has two mandates:

(1) To advise on regulations and policy matters relating to title I ("community service and continuing education") of the Higher Education Act of 1965; and

(2) To review the administration and effectiveness of all federally financed extension and continuing education programs.

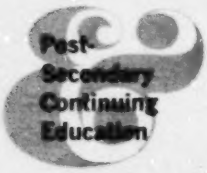
To discharge these responsibilities the President has appointed to the Council twelve members who are familiar with extension and continuing education, State and local government, community problems, and who represent the broad interests of the general public. Working with these individuals are representatives of eight Federal agencies which have a vital interest in continuing education.

The Federal Government is involved substantially in continuing education. The Council welcomes this involvement. It reflects the clear Federal intention to make equal educational opportunities more widely available through manpower training, technical assistance, and demonstration activities. The Nation's commitment to equal educational opportunity is reflected in the work of a number of Federal agencies. Continuing education is a major force in assisting the disadvantaged, the handicapped, bilingual and minority groups, and others to achieve educational access, job security, and social mobility.

To help carry out these tasks, the Federal Government has sought the services of our Nation's colleges and universities. In

particular, the Government has used the continuing education resources of these institutions as the most appropriate mechanism to design and deliver educational services to individuals and communities.

This Federal interest in using continuing education for national purposes occurs at a time when there has been a rapid expansion of continuing education programs within postsecondary institutions. Some of this expansion results from Federal initiative, but most of it is in direct response to the demonstrated educational needs of individuals.




Postsecondary continuing education is no longer a *subsidiary* activity of postsecondary institutions. *It represents their fastest growing educational activity.* This expansion has been so rapid and so uniformly evident throughout the Nation that a major turning point in the history of American education has been reached: *for the first time, the majority of students enrolled in postsecondary institutions for both credit and non-credit work are adult students continuing their education on a part-time basis.*

These are the students who have been served traditionally by postsecondary continuing education. To the extent that these students are now the majority in postsecondary education, the issues of continuing education that affect them are the issues that affect all of postsecondary education.

*Today, one-third of all students enrolled in postsecondary education are between the ages of twenty-five and thirty-four. Two out of three of these students are continuing their education on a part-time basis. In addition, one million Americans over the age of thirty-five are part-time students in college degree programs.*

Many of these continuing education students are degree-seekers. Many others are participating formally in education but have no interest in receiving either credit or degrees. Others are professionals or para-professionals who need continuing education to seek new career opportunities. And finally, there are those individuals who use continuing education to equip themselves

to work within communities to help solve problems affecting those communities.

Enrollments of older part-time students in postsecondary education are increasing at a time when enrollments of regular and younger full-time students are decreasing. This decrease is expected to continue during the next two decades. For postsecondary institutions to remain alive and well, they must reorient their policies and priorities in an effort to attract and serve these new students.

Postsecondary institutions are serving students who have never before participated in the benefits of postsecondary education. They are providing learning experiences which upgrade the skills and contribute to the broad cultural betterment of people from all walks of life. In this sense, postsecondary institutions are actively helping our Nation achieve one of its primary objectives—*to provide equal educational opportunities to all citizens.*

**Education for Employment**

The participation by adult, part-time students in postsecondary education has implications that extend beyond the institutions themselves. Significantly, seventy-five percent of these students are currently employed. In the surveys now available, these students identify "career objectives" as the primary reason for continuing their education. In short, these students view continuing education as an essential vehicle to help them earn a living.

The changeability and complexity of the economy and the labor force require a steady supply of workers who can be retrained for new tasks. *For many individuals, this means that continuing education has become a prerequisite for getting jobs, holding jobs, or changing jobs.*

Because our Nation's colleges and universities are providing job-related services to individuals, these institutions contribute effectively to the well-being of the Nation. They assist individuals to secure and maintain employment. They respond through their continuing education resources to the needs of the American labor market and, by helping to stabilize it, contribute directly to the health and vitality of the economy.

Since continuing education is a significant means for obtaining national goals, it is important that the Nation—and especially the Congress and the Administration—understand and foster this educational resource in order better to utilize it. Although there are many Federal programs that support and promote continuing education, *there is still no Federal mechanism through which Federal agencies can better utilize and coordinate their continuing education resources.*

Federal student assistance programs are not now responding adequately to the changing clientele in postsecondary education. These programs and other Federal programs that support postsecondary education and postsecondary students should be reviewed and reoriented to serve better this new clientele. Similarly, Federal assistance should be extended to the States to help them better plan and manage their educational resources in the interests of these students.

# Recommendations

**Recommendation One:**

There is a need in the Federal Government for a structure to focus and to coordinate the large Federal effort in continuing education and to mobilize postsecondary continuing education resources for public purposes.

**The Council recommends that an Office of Continuing Education be established within the U.S. Office of Education to provide for policy development and dissemination of information on continuing education programs and to serve the new clientele of postsecondary education, and that such an office coordinate and plan for the most effective utilization of Federal resources.**

**Recommendation Two:**

According to *Coordination or Chaos?*, a report on the coordination, governance and structure of postsecondary education, the Education Commission of the States cited the following problems among those facing State agencies and State institutions today:

> Increasing costs, stable or decreasing enrollments of traditional college-level people, increased competition for students, new concern over students' access and choice, a broader range of postsecondary educational institutions than ever, questions about innovation and more relevant instruction, changing student attitudes, increased interest in lifelong learning, institutional independence and accountability, more effective and efficient management and utilization of resources, and questions of who shall pay and how much.



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In an effort to resolve this array of problems, the Commission noted that trends within the States toward centralization of postsecondary planning and management—short of major control and regulation of the institutions themselves—are underway.

**The Council recommends that Federal legislation to assist the States to develop and conduct statewide planning for postsecondary continuing education be strengthened, and that such legislation leave to the States the means by which such statewide planning and coordination be implemented.**

**Recommendation Three:**

For those who plan and manage continuing education programs for adults, the need for more information about these adults is critical. What kinds of programs do they need; at what level of instruction; and at what type of institution? Can traditional programs be altered for their use, or must entirely new programs be developed? What kinds of educational delivery systems should be used for what kinds of people and at what ages? Do urban dwellers need education more than the dwindling rural population? White collar workers more than blue collar workers? How far will adults travel to continue their education? What are their levels of income, and what portion of this income can adults afford to spend on continuing education?

Adult part-time students are here to stay. What is needed is not more short-range surveys and data-collection efforts, but a comprehensive and nationwide effort to collect, tabulate, and analyze the characteristics of those adults who are now participating in continuing education and those who might participate if given the opportunities.

Postsecondary budgets and programs are being curtailed out of economic necessity. With the advent of part-time students as the major clientele for postsecondary institutions, new sources of income and new educational opportunities are being offered. To plan and manage effectively for this clientele—to determine priorities and to allocate scarce resources—postsecondary institutions must understand more than they now do the special characteristics of this clientele. Without this understanding,

planning and management of postsecondary resources for *all* students will be ineffective.

**The Council recommends that the Secretary of Health, Education, and Welfare, through the National Institute of Education and the National Center for Educational Statistics, undertake the research necessary to determine the demographic characteristics of postsecondary part-time students.**

**Recommendation Four:**

In the Council's annual report of last year, *Equity of Access,* it concurred with the findings of the American Council on Education's study, *Financing Part-Time Students,* which stated that adult part-time students are discriminated against in Federal assistance programs.

In its last report, the Council cited specific provisions of title IV of the Higher Education Act, containing the major student financial assistance programs of the Federal Government, which make less-than-half-time students ineligible to receive assistance. Although in theory half-time students are eligible to participate in many of these programs, in practice they are not always able to compete successfully against full-time students for the limited funds available.

The Council questions whether the current standards of financial needs assessment, which have been designed essentially for full-time students, are adequate instruments to gauge the financial needs of adult part-time students. It is the Council's belief that there are no data now available to Federal and institutional financial aid officers to measure accurately and equitably the financial aid needs of these part-time students, and that their special needs are inadequately reflected in the provisions that regulate the allocation of Federal financial aid funds.

**In order that a consistent and equitable Federal policy be developed on financial aid, the Council recommends that the Secretary of Health, Education, and Welfare take the necessary steps to collect, analyze, interpret, and disseminate essential data on the financial aid needs and educational opportunities for part-time students.**

**Recommendation Five:**

Since the early 1960's, the Federal Government has become involved increasingly in employment development and manpower programs. Such programs are enormous both in scope and in their impact on the population and the economy. As Federal programs are decentralized further, this impact becomes more pervasive at the local and State levels; thereby having serious implications for the continuing education community which provides the educational delivery system for many of these federally-funded efforts.

Little has been achieved in defining the nature, scope, or goals of such programs or to coordinate their activities with other education programs in order to achieve a meaningful national goal. An artificial division exists between the "education" and "manpower" communities which acts to the detriment of both and to the Nation as a whole. The Council believes that continuing education makes substantial contributions in both areas, but that a unified national effort for education/manpower development policy is essential for long-range progress in this field.

**The Council recommends that the President's Domestic Council assess priorities, resources, and results of the manpower and education programs conducted by various Federal agencies to the end of promulgating a long-range Federal education/manpower development policy for the United States.**

**Recommendation Six:**

The annual report of the U.S. Office of Education to the Council regarding the programs authorized by title I of the Higher Education Act gives a favorable impression of program activities in 1975. The following summarizes the report on the State grant program:

> Colleges and universities, with Federal assistance, employed improved means to focus their resources upon the educational needs of adults in our society. Through grants to the States and through special demonstration projects, the community service and continuing education program continues to provide educational programs that serve both individuals and communities:

- Approximately 400,000 adults participated in the 581 community service and continuing education projects conducted in fiscal year 1975;
- Institutional projects are being staffed by some 1200 faculty members from the full range of college and university disciplines;
- Institutional participation reached a new high as 719 colleges and universities engaged in community education projects under State established priorities; and
- Fifteen experimental and demonstration projects were initiated involving 39 institutions of higher education in special programs to strengthen the community service activities of colleges and universities.

Section 106 of the Higher Education Act provides for discretionary projects administered by the Commissioner of Education that focus on national and regional projects. The eleven projects funded in fiscal year 1974 were representative of national priorities. Projects were designed to demonstrate continuing education approaches to the problems of the environment, local government, and limited access to higher education for women, the elderly, and prison inmates. By June 30, 1975, all but one of these projects had completed a first year of operation.

The National Advisory Council has reviewed the title I program in some detail with the U.S. Office of Education program officers. As a result of that review, the Council offers the following recommendations:

**A. That Title I be reauthorized with increased funding to support the broadened activities of postsecondary continuing education; and**

**B. That the U.S. Office of Education increase technical assistance and publish guidelines to improve the operations of State Title I Programs.**

# Council Activities

During this reporting year ending March 31, 1976, the Council has responded to Congressional requests for its advice on the reauthorization of title I of the Higher Education Act. It has initiated a relationship with its counterpart advisory councils in the States that offer advice to State title I agencies. The Council has made progress with its second mandate to review the administration and effectiveness of all federally supported continuing education programs. In addition, the Council has begun a dissemination effort of its own: to communicate the results of its evaluation of the community service program to the States and to the participating institutions.

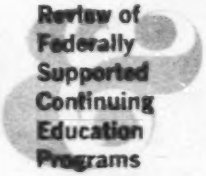
The Council advised Senate and House Education Committees that its evaluation of the community service program indicated that the program nationally is successful and that it should be continued. The Council suggested that title I itself be the vehicle for all Federal legislation relating to postsecondary continuing education. The Council also proposed the following:

1. Out of concern for what it perceives as a policy and leadership vacuum in the Federal Government, the Council recommended an Office of Continuing Education in the Bureau of Postsecondary Education in the U.S. Office of Education.
2. For similar reasons, the Council recommended an incentive to the States to plan better statewide programs of continuing education.
3. Finally, the Council recommended the use of the title I

State administrative mechanism for the replication and expansion of successful USOE programs of continuing education.

In May of 1975, the Council convened a meeting of the chairmen of the State title I advisory councils. The National Advisory Council received constructive advice concerning its proposed legislative recommendations. It also agreed with the State chairmen that the relationship with the States should be cemented and expanded. To that end, the Council has resolved:

1. To participate in a steering committee composed of National Advisory Council members and select State advisory council chairmen to further the goals of the Federal-State relationships; and
2. To communicate on a regular basis with State chairmen on national issues relating to community service, and on the manner in which the national and State community service programs may be improved.




The Council has reviewed USOE-sponsored education programs and it has categorized them according to their use of the continuing education resources of postsecondary institutions. An initial meeting has been held between Council staff and USOE program officers during which procedural issues and Council objectives were reviewed. The Council has begun to develop criteria that will enable it to review and to report upon the "administration and effectiveness of all federally supported extension and continuing education programs . . ."

The eighteen-month study of the community service program conducted by the Council indicated that, although the program nationally is successful, there are weaknesses:

1. Planning seems poor in some States although the effectiveness and the compre-

hensiveness of State planning are critical to the success of State programs of community service.

2. The Council found that the success of individual projects depends on the time devoted to them by the project director and the ability of the project director to supervise and to administer the program. In some cases, the Council found the project director faced with priorities higher than the community service programs.

3. Change for the better will more likely happen if institutions deal with persons who are closest to community problems and not exclusively with individuals who plan, manage, or administer those problem-solving efforts.

In last year's annual report, *Equity of Access: Continuing Education and the Part-Time Student,* the Council cited the trends and issues affecting the new majority in post-secondary education—the adult part-time student. The Council noted in this report that the concerns of these students were not reflected adequately in the Office of Education and that the Council, therefore, would assume a special responsibility at the national level for expressing issues relevant to them. The Council has begun this task.

In addition to the above activities this year, the Council prepared several in-house papers to aid its members in determining issues and priorities in continuing education. The papers addressed the following issues:

- The escalating demand for part-time post-secondary education and the Federal role in continuing education programs and policies;
- Financial aid for part-time students: Status and issues;
- Continuing education programs administered by the U.S. Office of Education;
- Study of definitions used in Federal education laws which relate to extension and continuing education;
- Continuing education and the West European experience; and,

- Extension and continuing education postsecondary institutions: A framework for statewide analysis.

This report of the National Advisory Council marks the end of the first decade of the Council's life. The Council, in concluding its report, expresses its gratitude to the Administration and to the Congress for the attention its previous reports have received. Many recommendations have been implemented in law and others by administrative regulation. Such effective use of public advisory bodies is in the best interest of the Nation.

## NATIONAL ADVISORY COUNCIL ON EXTENSION AND CONTINUING EDUCATION

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Secretaries

CE 008 325

## MEETINGS

## COUNCIL AND COMMITTEES

January 1—December 31
Calendar Year
1975

JANUARY 9*
Executive Committee
Washington, D.C.

JANUARY 23–24
Full Council
Washington, D.C.

FEBRUARY 17–18
Title I Committee
Washington, D.C.

FEBRUARY 27–28
Title I Committee
Washington, D.C.

MARCH 13–14
Full Council
Washington, D.C.

MARCH 26
Drafting Committee
Washington, D.C.

APRIL 9
Title I
Committee
Chicago, Illinois

APRIL 21
Futures
Committee
Washington, D.C.

APRIL 22
Communications
Committee
Washington, D.C.

MAY 20–22
Full Council
*With State Title I Representatives*
Denver, Colorado

JUNE 12–13
Full Council
San Francisco Calif.

SEPTEMBER 23–25
Full Council
New York, N.Y.

OCTOBER 22
Legislative Testimony
Washington, D.C.

NOVEMBER 5–6**
Executive Committee
Washington, D.C.

NOVEMBER 21
Orientation—New Members
Washington, D.C.

DECEMBER 19
Title I Committee
Washington, D.C.

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*Closed Meeting (To select Executive Director, Dr. Lloyd H. Davis)
**Closed Meeting (To select Executive Director, Dr. James A. Turman)



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